

S: School Year 2000-01  
**JUL 13 2000**

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MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Child and Youth Services (CYS) Open Recreation

1. References.

- a. Army Regulation 215-1 Morale, Welfare, and Recreation Activities and Nonappropriated Fund Instrumentalities, October 1998.
- b. Memorandum, CFSC-SFCY, January 99, subject: Installation Distribution of \$12.8M Readiness Supplemental to Management Decision Package (MDEP) QYDP for Middle School/Teen Program.
- c. Memorandum, CFSC-CYS, July 00, subject: 2000-2001 Child and Youth Services (CYS) Fee Policies and Guidance
- d. Memorandum, CFSC-CYS, July 00, subject: Out of School Child Supervision Requirements for Elementary and Middle School Children and Youth During Parental Duty Hours.

2. Purpose.

The purpose of this memorandum is to clarify Army policies and procedures for providing CYS Open Recreation opportunities for school age children and youth 6 - 18 years of age. Open recreation opportunities will be made available to the general youth population as an integral program component of Army CYS through the School-age Services (SAS) Program and the Middle School/Teen (MST) Program provided by Youth Services (YS).

3. Background.

- a. Open recreation is a time-honored tradition in Army Youth Centers. For years, school age children and teens have "hung out" after school at the Youth Center. Until recently, most children and youth had a parent at home and the Youth Center was a *supplement **not** a substitute* for parental oversight and responsibility.

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b. Today, the situation has changed. The majority of children and youth attending traditional YS open recreation programs have two working parents or only a single active duty parent. The dramatic increase in the numbers of working parents has resulted in two distinct groups of military families: those who are paying for child care for their elementary school children and those who are using Youth Centers as a free source of child care.

c. This inequity must be addressed and resolved. Supervision of children and youth is a parental responsibility. The Army is committed to supporting parents in their child rearing efforts by offering a variety of supervised "out of school" care and activity options and substantially subsidizing fees for elementary school children and waiving the fees for middle school youth and teens (1b). In return, there is an expectation that all parents will be accountable for the care and supervision of their elementary school children during the duty day (ref 1d) and pay a fair share of the cost (ref 1c).

d. The concern is particularly focused on parents of older elementary children (4<sup>th</sup> through 6<sup>th</sup> grades) and middle school youth (7<sup>th</sup> through 9<sup>th</sup> grades). Parents generally fully accept this responsibility for younger children, but become less attentive in planning supervision for older elementary school children and young teens who are too old for traditional child care and too young to drive or have an after school job.

e. The Carnegie Study "A Matter of Time" (1992) showed that the amount of "free time" youth have is correlated with at risk behaviors such as early sexual activity, substance abuse, and petty crimes. Approximately three of every five youth report being home alone two or more hours per day, with the majority of this unsupervised time occurring after school (U.S. Department of Justice). Most crimes (vandalism and shoplifting, etc.) committed by youth occur within the four hours following the end of the school day (Sickmund, et.al. 1997).

f. Military members themselves recognize the need for youth supervision. More than 15% of those with school age children and teens reported losing duty time due to youth misconduct during duty hours. (Sample Survey of Military Personnel 1997).

g. The Army has been repositioning family programs the past several years to address the concerns and needs of military families with school age children and teens. The importance of after school programs is emphasized in a 1999 national survey showing that 92% of Americans believe all youth should have access to after school programs. Adults want to see these out-of-school programs offer young people a safe environment; teach respect for diversity; ensure structured adult supervision, tutoring, and homework help; and train young people in conflict resolution.

4. Open Recreation Definition.

a. "Open recreation" for elementary school children is a generic term for **occasional** participation in SAS programs/events. It is not a substitute for child care/supervision needed by children whose parents are working or out of the home on a regular basis. Elementary school children needing care while parents are at work should be enrolled as regularly scheduled patrons in SAS programs.

b. "Open recreation" for middle school youth and teens is a generic term for self directed and planned activities offered to participants who attend MST programs/events **on a regular basis or participate only occasionally**.

c. Both SAS and MST open recreation includes participation in activities being offered each day within the four Youth Program Service Areas: Sport, Fitness, and Health; Arts, Recreation, and Leisure; Life Skills, Citizenship, and Leadership; and Mentoring, Education, and Support Services. See encl 1. This more comprehensive approach to open recreation is in line with practices followed by other youth serving organizations and the emerging national perspective.

d. The quality of open recreation program offerings and level of staff supervision *is the same* regardless of whether participants are attending SAS or MST programs and services on a regular or occasional basis.

e. Staff are available to talk, listen, mentor and informally counsel youth participants.

f. Open recreation programming for SAS and MST participants sharing the same facility will generally be conducted separately by scheduling different time blocks for each age group and or designating specific physical space within the facility for each age group.

5. School-age Services Open Recreation.

a. The SAS program is a comprehensive, supervised CYS program targeting children in grades 1 through 6 (may be through 5<sup>th</sup> depending on local school configuration). These children are generally 6 - 10 years of age. Kindergartners are not eligible to participate in the SAS open recreation program.

(1) The SAS program encompasses regularly scheduled child care options as well as programs/services for children not requiring care on a regular basis (open recreation occasional users).

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(2) The SAS program may be operated in School-age Centers, in Youth Centers where separate space is provided, in schools, and through outreach programming at a variety of satellite locations.

(3) The SAS programs/services must be available weekdays during parental duty hours (generally Monday through Friday 0600 – 0800 and 1400 - 1800).

(4) All services/programs for this age group are delivered by SAS or coordinated by SAS in cooperation with other CYS and MWR programs.

(5) Program eligibility for SAS is based on local grade configuration of elementary schools, **not the age of participants**.

(6) Child eligibility for summer CYS programs / camps is based on the grade participants have just completed – not the new grade they will enter in the fall for the next school year (i.e., children completing the 5<sup>th</sup> grade are still considered 5<sup>th</sup> graders for the summer program).

(7) School-age Services programs are a “service” for parents, not an “entitlement”.

b. The “open recreation program” for school age children, i.e., those in grades 1 – 6 (may be through 5<sup>th</sup> depending on local school configuration) who are generally 6 – 10 years old, is an integral component of SAS.

(1) To accommodate occasional users, each installation will set aside spaces for children not requiring care on a regular basis.

(2) The number of spaces and hours available for occasional users will be determined locally, (e.g., there are 5 spaces, Monday through Friday 1400 – 1800) as part of the Installation Child and Youth Availability Plan (ICYAP).

(3) Spaces will be filled through appointments, lottery, and/or a waiting list system.

(4) With the exception of special events, SAS open recreation activities are not authorized weekdays after 1800.

c. Each installation will offer 5 - 10 hours per month of free open recreation services for all school age children registered with CYS. Open recreation programming will be based on the four Youth Program Service Areas as a framework for program delivery.

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- (1) Free hours are covered by the CYS annual registration fee.
  - (2) Additional hours for SAS occasional users will be charged through a prepaid card purchased monthly or other local method of payment.
  - (3) School age hourly fees for occasional users is contained in the most current CYS fee guidance.
  - (4) Occasional SAS users may be charged a separate fee for field trips, special activities, and extended hours that would ordinarily be included in a monthly / semi-monthly rate.
  - (5) In the interest of equity, regularly scheduled SAS users will receive a proportional off-setting open recreation discount (ORD) as a reduction on their monthly SAS fee.
  - (6) Elementary school children using Family Child Care will be given regularly scheduled opportunities to participate in the SAS open recreation program activities as part of their CYS registration fee.
- d. Fees and hours of operation for open recreation weekend and evening activities for school age children will be locally determined per the ICYAP.
  - e. The framework for SAS open recreation program offerings, programs quality and level of staff supervision/child accountability remains the same on weekends as during the weekday SAS program.
6. Middle School/Teen Open Recreation.
- a. The Middle School/Teen (MST) program is a comprehensive, supervised CYS program targeting youth in grades 7 through 12 (may include 6th grade depending on local school configuration). These youth are generally 11 - 18 years of age.
- (1) The MST program encompasses regularly scheduled activity options for youth in 7<sup>th</sup> and 8<sup>th</sup> grades needing after school supervision, as well as programs and services for youth in 7<sup>th</sup> through 12<sup>th</sup> grades attending as open recreation occasional users.
  - (2) The MST Program is operated in Youth Centers, in separate Teen Centers, and through outreach programming at a variety of satellite locations.

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(3) Middle School and Teen programs/services must be available weekdays during parental duty hours and early evenings (generally Monday through Friday 1400 – 2000).

(4) All MST services/programs are delivered by YS or coordinated by YS in cooperation with other CYS and MWR programs.

(5) Middle School and Teen Program youth eligibility is based on local grade configuration of middle schools and high schools, **not the age of participants**.

(6) Youth eligibility for summer CYS programs/camps is based on the grade participants have just completed -- not the new grade they will enter in the fall for the next school year (i.e., youth completing the 9th grade are still considered middle schoolers for the summer program).

(7) Middle School and Teen programs are a "service" for youth, not an "entitlement".

b. The "open recreation program" for middle school and teen youth, i.e., those in grades 7 – 12 (may include 6th grade depending on local school configuration) who are generally 11 – 18 years old, is an integral component of Youth Services.

(1) Each installation will set aside a number or percentage of MST spaces for occasional users in grades 7<sup>th</sup> – 12<sup>th</sup> (may include 6<sup>th</sup> grade depending on local middle school configuration).

(2) Each installation will set aside a number or percentage of MST spaces for regularly scheduled users in grades 7<sup>th</sup> – 8<sup>th</sup> (may include 6<sup>th</sup> grade depending on local middle school configuration).

(3) Spaces will be filled through appointments, lottery, and/or a waiting list system.

c. Open recreation programming using the four Youth Program Service Areas as a framework for program delivery will be available "free" on weekdays (generally Monday-Friday from 1400 - 2000 hours) for middle school youth and teens.

(1) Free hours are covered by the CYS annual registration fee.

(2) Fees for youth in grades 6 - 8 who need supervision *before* school will be based on the SA fee range.

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(3) Summer camps/programs will be offered at no cost weekdays after 1300 (generally until 1800).

(4) Locally determined fees may be charged for middle school youth and teens for *extended hours* (generally 0730 - 1300) supporting summer programs/camps.

d. Fees and hours of operation for open recreation weekend and special events for middle school youth and teens will be locally determined per the ICYAP.

e. The framework for MST weekend open recreation program offerings, program quality, and the level of staff supervision remains the same as during the weekday MST program.

7. Implementation of this policy may be phased in, but must be in place before the end of the 2000-2001 school / program year.

8. The CFSC point of contact for this action is Kevin Montgomery, DSN 761-5391, commercial (703) 681-5391, or E-mail: [kevin.montgomery@cfsc.army.mil](mailto:kevin.montgomery@cfsc.army.mil).

Encl

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# Framework for Open Recreation in Army Youth Programs★

\* Baseline Programming

Installations select activities from four Service Areas

## SPORTS, FITNESS AND HEALTH OPTIONS

### \* Individual/Group Sports and Fitness Activities

Teams  
Lessons  
Skill Building Clinics  
Nutrition Counseling  
Health Liaison Services  
"Pick Up" Sports  
Special Olympics  
Tournaments  
Non-competitive Physical Activities

## ARTS, RECREATION AND LEISURE ACTIVITIES

### \* Games and Leisure Activities

Skill Building Classes  
Educational Tours  
Individual and Group Lessons  
Specialty Camps  
Recreational Trips  
Social Events  
Competitions  
Cultural Arts  
Youth Organizations, e.g. Boys & Girls Clubs, 4-H Clubs  
Snack Bar / Cyber Cafes

## LIFE SKILLS, CITIZENSHIP AND LEADERSHIP OPPORTUNITIES

\* Youth Councils  
\* Youth Sponsorship  
\* Volunteer Community Service  
\* Workforce Preparation  
\* Youth Computer Labs  
Teen Discovery/Forums  
Civic Experiences  
Life Skill Workshops and Classes  
Character Education  
Youth Exchange Programs  
Youth Entrepreneur "Businesses"

## MENTORING, INTERVENTION AND EDUCATION SUPPORT SERVICES

\* Homework Centers  
Home Alone Skills  
Mentor Programs  
Tutoring  
Conflict Resolution Skills  
Peer Mediation / Juvenile Review Board  
Educational Opportunities  
Health & Counseling Liaison Services  
Parent & Youth Activities  
Community Liaison and Outreach  
Personal Safety  
Substance Abuse Prevention Education  
Child Abuse Protection



★ Self directed and planned activity options for elementary, middle school and teen participants. Open Recreation for elementary school children is provided by School-Age Services. Open Recreation for middle school and teen youth is provided by Youth Services.